



Bridging the Participation Gap in Systematic Land Registration: Evaluating Legal Policy Implementation and Community Collaboration in Rural Indonesia for the Realization of Agrarian Reform



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Abstract

This study aims to analyze the implementation of the Community-Based Comprehensive Systematic Land Registration (PTSL+PM) policy and to evaluate the level of community participation in rural Indonesia. This study employs a mixed-methods approach with a socio-legal perspective integrating qualitative and quantitative analyses. Data were collected through field observations, in-depth interviews, Focus Group Discussions (FGDs), and questionnaires administered to 97 respondents in Samudra Kulon Village. Analysis was conducted using a theoretical framework of community participation and legal implementation to assess participation levels and policy effectiveness. The findings indicate that the implementation of the PTSL+PM program has proceeded in accordance with established procedures during the planning stage but has not been optimal during the physical and legal data collection stages due to technical and social constraints. The level of community participation falls into the high category, with an index of 2.81, reflecting a collaborative pattern between the government and the community. Nevertheless, this participation remains largely procedural and is not yet fully substantive, indicating the presence of a participation gap. This study concludes that the success of land registration policy implementation is determined not only by the regulatory framework but also by the quality of community participation and the associated social dynamics. Therefore, strengthening participatory mechanisms, enhancing the capacity of local institutions, and improving policy communication are necessary to increase the effectiveness of the PTSL program.

Keywords: Land Registration; Community Participation; Legal Policy; Land Governance; Socio-legal approach

I. Introduction

Land registration is a fundamental instrument for achieving legal certainty and agrarian justice in various countries, particularly in developing nations facing complex land ownership

issues and limitations in land administration systems.¹ In a global context, land governance is a strategic issue, as it directly relates to the protection of land rights, the reduction of agrarian conflicts, and the improvement of community welfare.² In Indonesia, land registration policy is implemented through the Complete Systematic Land Registration (PTSL) program, which aims to register all land parcels comprehensively. However, the implementation of this policy depends not only on administrative and regulatory aspects but also on the level of community participation, as communities are the primary stakeholders of the policy.³ Studies indicate that low levels of community participation often act as a barrier to achieving public policy targets, particularly in the context of land governance, which involves numerous actors and competing interests.⁴ Therefore, a participatory approach is key to bridging the gap between policy planning and implementation realities on the ground.⁵ From this perspective, public participation is not merely an adjunct but an essential element in ensuring the effectiveness and legitimacy of public policy.⁶ Consequently, analyzing the relationship between land registration policies and public participation is crucial for understanding policy implementation dynamics at the local level.⁷

Although the government has initiated various policies to accelerate the legalization of land assets, including through the PTSL program, on-the-ground realities reveal a gap between expected and actual levels of participation.⁸ This phenomenon is known as the “participation gap” – a condition where communities are formally involved in policymaking but their involvement has not reached a substantive level that allows them to exercise real control or influence over the policy process. In many cases, community participation remains administrative or symbolic in nature, thereby failing to address structural issues in policy implementation. This gap is exacerbated by various factors, such as low legal literacy, limited access to information, and the lack of clarity regarding the administrative procedures that the communities must navigate. Additionally, differing perceptions between the government and the public regarding the importance of land certification influence participation levels. Therefore, it is crucial to conduct an in-depth analysis of how this participation gap arises and how its impact on the effectiveness of land registration policy implementation.⁹

To understand the dynamics of public participation in public policy, this study employs Arnstein’s Ladder of Citizen Participation, a theoretical framework that classifies levels of participation into several tiers, ranging from manipulation to citizen control.¹⁰ This framework offers a critical perspective on how participation is implemented in policy practice and the extent

- 1 Ikhwan Amri, Elsa Widura, dan Fauziah Larasati, "Tinjauan Bibliometrik pada Google Scholar: Tren Publikasi tentang Reforma Agraria di Indonesia," *Widya Bhumi* 4, no. 2 (Oktober 2024): 101.
- 2 Deppika Rindu Hastuty, Ana Silviana, and Nur Adhim, "IMPLEMENTASI PROGRAM PENDAFTARAN TANAH SISTEMATIS LENGKAP DI KABUPATEN KENDAL," *Diponegoro Law Journal*, ahead of print, 2022, <https://doi.org/10.14710/dlj.2022.36073>.
- 3 Handayani, Sri Wahyu, Supriyanto Supriyanto, Manunggal Kusuma Wardaya, Wismaningsih Wismaningsih, and Weda Kupita. "Village Land Administration as an Effort to Prevent Agrarian Disputes/Conflicts." *Kosmik Hukum* 23, no. 1 (2023): 1. <https://doi.org/10.30595/kosmikhukum.v23i1.15651>.
- 4 Valentini Febriani Bala Lande, "PERUBAHAN KEBIJAKAN PENDAFTARAN TANAH DI KOTA MAKASSAR," *Fair Value: Jurnal Ilmiah Akuntansi Dan Keuangan*, ahead of print, 2021, <https://doi.org/10.32670/fairvalue.v4i4.809>.
- 5 Aditya, Trias, Eva Maria-Unger, Christelle vd Berg, Rohan Bennett, Paul Saers, Han Lukman Syahid, Doni Erwan, et al. "Participatory Land Administration in Indonesia: Quality and Usability Assessment." *Land* 9, no. 3 (2020). <https://doi.org/10.3390/land9030079>.
- 6 Perwitasari Dita et al., "Complete Systematic Land Registration (PTSL) With Community Participation (PTSL-PM)," *SHS Web of Conferences*, ahead of print, 2022, <https://doi.org/10.1051/shsconf/202214902011>.
- 7 Murni, Christiana Sri, Bernadus Basa Kelen, and Sumirahayu Sulaiman. "The Legal Certainty of Land Ownership Right in Registration'S Context." *International Journal of Law Reconstruction* 6, no. 1 (2022): 13. <https://doi.org/10.26532/ijlr.v6i1.16422>.
- 8 Dwi Purnama dan Dian Dewi Khasanah, "The Role of The National Land Agency in Preventing and Setting Land Disputes in Indonesia," *Journal of Law, Politic and Humanities* 4, no. 4 (Mei 2024): 943, <https://doi.org/10.38035/jlph.v4i4>.
- 9 Tiffany Heruveradita, Yaqub Cikusin, and Slamet Muchsin, "Between the Reality and the Regulation of Land Ownership Transfer Services by Buying and Selling at the Land Office," *Publik (Jurnal Ilmu Administrasi)*, ahead of print, 2022, <https://doi.org/10.31314/pjia.11.1.70-84.2022>.
- 10 Cutts, Sandra, Russell Fricano, and Robert Peters. "Environmental Justice for Whom? Citizen Participation and Brownfield Redevelopment in Downtown Birmingham, Alabama." *Environment and Planning E: Nature and Space*, ahead of print, 2024. <https://doi.org/10.1177/25148486231199330>.

to which the public holds power in decision-making processes.¹¹ In the context of developing countries, the concept of participatory governance has also emerged as an approach emphasizing the importance of collaboration between the government and the public in designing and implementing public policies.¹² This approach emphasizes that effective participation must involve mechanisms of inclusion, transparency, and accountability so that the public is not merely an object of policy but also an active actor in the policy process.¹³ Thus, the use of Arnstein's framework in this study enables a deeper analysis of the quality of public participation in the PTSL program and the identification of factors influencing participation levels.

In addition to the participatory perspective, this study employs a legal sociology approach to analyze the implementation of land registration policies. This approach draws on the theory developed by Robert B. Seidman, which emphasizes that the effectiveness of law is not determined solely by written norms but also by how those norms are implemented in social practice.¹⁴ In this context, the implementation of land registration policies is influenced not only by existing regulations but also by social, economic, and cultural factors that shape public behavior.¹⁵ Seidman's theory highlights the importance of interactions among actors within the legal system—including the government, the public, and relevant institutions—in determining the success of policy implementation.¹⁶ Therefore, the analysis of PTSL policy implementation in this study focuses not only on normative aspects but also on the social dynamics unfolding on the ground.

Various empirical studies indicate that the implementation of the PTSL program in Indonesia faces numerous challenges from both administrative and participatory perspectives.¹⁷ Previous research indicates that while this program has successfully increased the number of land certifications, various obstacles still hinder its effectiveness, such as data limitations, low public participation, and a lack of inter-institutional coordination. Furthermore, comparative studies with other countries indicate that the success of land administration programs heavily depends on the government's ability to establish an inclusive and participatory systems. In this context, the role of the community is crucial in ensuring the sustainability and effectiveness of land registration policies.¹⁸ Therefore, this study aims to empirically examine how the implementation of the PTSL+PM program unfolds at the local level and how community participation influences its success. Although numerous studies have examined the implementation of the PTSL program, most focus on administrative aspects and quantitative achievements, such as the number of certificates issued or targets achieved. Meanwhile, systematic studies measuring the level of community participation using a comprehensive theoretical framework remain relatively limited. Furthermore, studies that integrate a participatory perspective with a legal sociology approach in the context of land policy implementation are also rarely found. Thus, there is a need for

¹¹ Natasya Aulia Putri et al., "Bridging the Gap by Exploring Inequalities in Access to Land and Disparities in Agrarian Law in Indonesia," *Jurnal Ilmu Kenotariatan* 5, no. 1 (2024): 1, <https://doi.org/10.19184/jik.v5i1.47416>.

¹² Iqra Anugrah, "Land Control, Coal Resource Exploitation and Democratic Decline in Indonesia," *TRaNS: Trans-Regional and -National Studies of Southeast Asia* 20, no. 5 (2023), <https://doi.org/10.1017/trn.2023.4>.

¹³ Mahmud Hi. Umar, Suwanti, dan Nurlaila Kadarwati Papuluwa, "Analisis Ketimpangan Penguasaan dan Pemilikan Tanah Pasca Reforma Agraria di Indonesia," *Syntax Literate: Jurnal Ilmiah Indonesia* 8, no. 11 (November 2023): 6480, <https://doi.org/10.36418/syntax-literate.v8i11>.

¹⁴ Sriyono Sriyono and Amin Purnawan, "Legal Protection Of Participants Applications For Land Certificates Through Complete Systematic Land Registration (PTSL) In Blora Regency," *Jurnal Daulat Hukum* 3, no. 1 (2020): 171, <https://doi.org/10.30659/jdh.v3i1.8431>.

¹⁵ Aulia Akbar et al., "The Role of Participatory Village Maps in Strengthening Public Participation Practice," *ISPRS International Journal of Geo-Information*, ahead of print, 2021, <https://doi.org/10.3390/ijgi10080512>.

¹⁶ Nurrokhman, Arsan Nurrokhman. "Quo Vadis Indonesian Agrarian Reform: Implementation of UUPA in the President Regulation No. 86 of 2018." *BHUMI: Jurnal Agraria Dan Pertanahan* 5, no. 3 (2020). <https://doi.org/10.31292/jb.v5i3.385>.

¹⁷ Ratna Biraeng Kumalasari, "Legal Protection for Village Communities Against Land Rights in the Construction of a National Strategy Project Through a Complete Systematic Land Registration System (Study of Pasuruan District Land Registration)," *International Journal of Multicultural and Multireligious Understanding*, ahead of print, 2021, <https://doi.org/10.18415/ijmmu.v8i7.2879>.

¹⁸ Handayani, W. S., G. T. Alam, and S. H. Prastowo. "Analysis of Farmers' Agriculture Land Ownership Policy in Indonesia Towards Sustainable Green Agriculture." *IOP Conference Series: Earth and Environmental Science* 1465, no. 1 (2025). <https://doi.org/10.1088/1755-1315/1465/1/012004>.

research that not only describes policy implementation but also critically analyzes the relationship between community participation and policy effectiveness. This study aims to address this gap by integrating Arnstein's and Seidman's theoretical frameworks into the analysis of the PTSL+PM program's implementation.

The novelty of this study lies in integrating community participation analysis with legal policy implementation in the context of systematic land registration. Unlike previous studies that tended to use a single approach, this study combines two theoretical perspectives to provide a more comprehensive understanding of the dynamics of policy implementation. Furthermore, this study offers empirical contributions by directly examining the implementation of the PTSL+PM program at the local level, thereby providing a more concrete picture of the challenges and opportunities in implementing this policy. Thus, this study not only provides theoretical contributions but also practical ones in the form of policy recommendations that can be used to enhance the effectiveness of the PTSL program in the future.

II. Research Problems

Based on the preceding discussion, this study aims to analyze the implementation of a community-participation-based comprehensive systematic land registration policy and to evaluate the level of community participation in the program using theoretical frameworks of participation and legal sociology. Specifically, this study aims to identify the factors influencing the level of community participation, as well as to analyze the relationship between community participation and the effectiveness of policy implementation. Thus, the research questions are: (1) What is the level of community participation in the implementation of the PTSL+PM program? and (2) How does it affect the effectiveness of land registration policy implementation at the local level?

III. Research Methods

This study employs a mixed-methods research design with a socio-legal approach integrating qualitative and quantitative analyses. This approach was chosen because it can capture empirical dynamics in the field while simultaneously measuring the level of community participation.¹⁹ Conceptually, this study is grounded in Robert B. Seidman's theory of legal implementation and Arnstein's Ladder of Citizen Participation framework. The research design is descriptive-analytical, aiming to systematically describe the policy implementation process and evaluate the level of community participation in the PTSL+PM program.²⁰ The research was conducted in Samudra Kulon Village, Banyumas Regency, representing a rural area that has implemented the PTSL+PM program. The location was selected purposively based on the intensity of program implementation and the diversity of the community's social characteristics.²¹ This study was conducted over an eight-week period, encompassing the stages of observation, interviews, focus group discussions (FGDs), and policy document analysis.

The research subjects consisted of 97 respondents who were residents of Samudra Kulon Village involved in the PTSL+PM program. The sampling technique employed purposive sampling, taking into account the respondents' direct involvement in the land registration process. Respondents were classified based on age, gender, education level, income level, land ownership area, and land certification status. In addition, key informants included village officials, members of the Puldatan team, and staff from the Banyumas Regency Land Office. Qualitative research instruments included guidelines for in-depth interviews, FGD guides, and field observation sheets. Meanwhile, the quantitative instrument consisted of a structured

¹⁹ Kencana, Nareswari, and Liza Priandhini. "The Implementation of a Complete Systematic Land Registration Program to Realize Legal Protection and Public Welfare." *Jurnal Akta* 9, no. 4 (2022): 402. <https://doi.org/10.30659/akta.v9i4.26757>.

²⁰ Abdul Jalil, 'Penegakan Hukum Di Pengadilan Dan Dimensi Spiritualitasnya (Aspek Yang Sering Terlupakan)', *Online Administrative Law & Governance Journal* 4, no. 2 (June 2021): 2621-2781.

²¹ Nasir and Sukmawati, "Analysis of Research Data Quantitative and Qualitative," *EDUMASPUL: Jurnal Pendidikan* 7, no. 1 (March 1, 2023): 368-73, <https://ummaspul.e-journal.id/maspujlr/article/view/5488>.

questionnaire designed to measure the level of community participation based on indicators of knowledge, perception, awareness, active participation, and willingness to pay land management fees.²² All research instruments were developed based on the established theoretical framework and tested for validity and reliability prior to use in data collection.²³

The data collection procedure was conducted in a phased and systematic manner. The initial phase began with obtaining research permits from the Banyumas Regency Land Office, followed by a briefing for the survey team to ensure a consistent understanding of the research instruments. Subsequently, direct observation of the implementation of the PTSL+PM program was conducted over 21 days to obtain an empirical understanding of the policy implementation process. Primary data collection was carried out through in-depth interviews with respondents and key informants, as well as the distribution of questionnaires to 97 respondents. Additionally, focus group discussions (FGDs) were conducted to explore the collective perspectives of the community and stakeholders regarding the dynamics of participation in the PTSL+PM program. Secondary data were obtained through the analysis of policy documents, official archives, and reports on the implementation of the PTSL program during the 2021–2025 period. To ensure data validity, this study employed source and method triangulation, comparing results from interviews, observations, and documentation.

Data analysis was conducted using an integrated qualitative and quantitative approach. Qualitative data were analyzed using thematic analysis to identify patterns, themes, and relationships among variables related to policy implementation and community participation. This analysis was conducted through an iterative process of data reduction, data presentation, and drawing conclusions. Meanwhile, quantitative data were analyzed using descriptive statistics to calculate the community participation index based on a predetermined measurement scale. Validity testing was performed by comparing the calculated *r* value with the table *r* value at a 10% significance level, while reliability testing used Cronbach's Alpha coefficient to ensure the consistency of the instrument. The results of the quantitative analysis were then converted into participation level categories based on the simplified Arnstein framework. The integration of qualitative and quantitative analysis results was performed to provide a comprehensive interpretation of the research findings. With this methodological approach, the study is expected to be replicated by other researchers in different contexts and to make a strong scientific contribution to the study of policy implementation and community participation in land governance.

IV. Research Findings

The results of this study are presented descriptively based on empirical data obtained from field observations, in-depth interviews, Focus Group Discussions (FGDs), and the results of quantitative data analysis of 97 respondents in Samudra Kulon Village. The results are presented without interpretation, systematically displaying the primary data collected in the field.

1. General Description of Informants and Research Location

The research was conducted in Samudra Kulon Village, Banyumas Regency, with a total of 97 respondents. Based on age distribution, the majority of respondents were in the over-50 age group, totaling 69 people (71.13%), followed by the 41–50 age group with 22 people (22.68%), and the 31–40 age group with 6 people (6.19%). By gender, there were 68 male respondents (70.10%) and 29 female respondents (29.90%).

In terms of education, the majority of respondents had an elementary school education or below, totaling 64 people (65.98%), followed by junior high school education with 19 people

²² Riri Amandaria, "Gender and Local Organisations toward Sustainable Rural Development," *Equilibrium: Jurnal Pendidikan* 10, no. 2 (Mei-Agustus 2022): 231–40, <http://journal.unismuh.ac.id/index.php/equilibrium>.

²³ Radoslaw Wolniak, 'The Concept of Descriptive Analytics', *Scientific Papers of Silesian University of Technology Organization and Management Series* 2023, no. 172 (June 2023): 699–715, <https://doi.org/10.29119/1641-3466.2023.172.42>.

(19.59%), high school (SMA) at 8 people (8.25%), vocational diploma (D1–D4) at 1 person (1.03%), bachelor's degree at 3 people (3.09%), and other categories at 2 people (2.06%).

Based on income level, respondents with an income below Rp500,000 per month numbered 37 people (38.14%), Rp500,000–Rp999,999: 10 people (10.31%), Rp1,000,000–Rp1,999,999: 27 people (27.84%), and over Rp2,000,000: 23 people (23.71%).

Regarding land ownership, the average land area for the residential category is 0.03 hectares, for non-residential land within the village is 0.37 hectares, and for non-residential land outside the village is 0.24 hectares. Certification status indicates that for residential land, 27 plots are certified and 69 are not; for non-residential land within villages, 11 are certified and 75 are not; and for non-residential land outside villages, 13 are certified and 14 are not.

2. Results of the Instrument Validity and Reliability Test

The results of the validity test on the 10 questionnaire items show that all calculated r values are above the table r value of 0.168. The calculated r values for each item are 0.253; 0.261; 0.575; 0.449; 0.349; 0.333; 0.704; 0.704; 0.722; and 0.473. Thus, all items are deemed valid.

The reliability test results showed a Cronbach's Alpha value of 0.648, which exceeds the r -table value (0.168), so the research instrument is deemed reliable and consistent in measuring the community participation variable.

3. Community Participation Index in the PTSL+PM Program

The following are the results of the community participation index calculation:

Table 1. Community Participation Index

Indicator	2018	2019
Community Knowledge	2.82	70.43
Public Perception	2.86	71.55
Public Awareness	3.18	79.38
Community Participation	2.59	64.69
Willingness to pay	2.61	65.21
Average	2.81	70.25

The average community participation index score is 2.81, with an index conversion of 70.25.

4. Implementation of the PTSL+PM Program

The preparation and planning stage of the PTSL+PM program in Samudra Kulon Village was carried out through a structured organizational approach by establishing an implementation committee involving village officials, neighborhood heads, and community leaders. In addition, a data collection team (Puldatan) was formed by empowering local village youth with technical capabilities, where all team members were required to undergo intensive training before conducting fieldwork. This effort was accompanied by proactive community outreach to build collective awareness regarding the importance of land certification as a guarantee of legal certainty.

Interview Excerpt (S.H.): "*We have participated in the socialization conducted by the National Land Agency and the village authorities, and there is indeed a dedicated team assisting with the process of collecting community land data.*"

At the stage of physical data collection, the primary focus of the PTSL+PM team was to carry out the measurement and mapping of all land parcels in order to determine territorial boundaries accurately. However, in practice, this process faced considerable logistical challenges, particularly due to unpredictable weather conditions and the absence of landowners during the measurement process. These factors created obstacles in synchronizing field data, which requires direct verification from the rights holders.

Interview Excerpt (R.K.): "*During the measurement process, I am not always able to be present on site because I work outside the village, so the process is sometimes delayed.*"

The juridical data collection stage involved document verification and the systematic tracing of land ownership history by the Puldatan team, which was then processed toward certificate issuance. Administrative challenges emerged when the team encountered difficulties in contacting landowners residing outside the area, as well as the complexity of tracing land origins that lack complete supporting documents. This situation extended the duration required for legal validation to ensure the legitimacy of ownership status in the future. Interview Excerpt (T.W.): *"There are several land parcels whose origins are difficult to trace, so the administrative process takes a longer time."*

5. Field Observations and Documentation

Field data consists of 97 activity photos, 18 interview recordings ranging from 20 to 55 minutes in length, 4 FGD recordings, and 10 policy documents. Observations indicate that PTSL+PM activities are conducted on a scheduled basis, involving the community in the data collection process. FGD results indicate that the community understands the importance of land certification, but there are still concerns regarding costs and procedures. FGD quote (initials: M.D): *"We know certificates are important, but sometimes we're still confused about the costs and the process."*

6. Findings Regarding Land Ownership and Certification

Data shows that the majority of certified land ownership falls under the residential land category, while non-residential land within the village has the highest number of uncertified plots. Additionally, there is a tendency for the community not to prioritize the certification of non-residential land because it is perceived to have low economic value. Interview excerpt (initials A.P): *"Land far from the house isn't that important to certify because it's rarely used."*

7. Evaluation of Community Participation

Data indicates that the level of community participation falls into the high category with an average score of 2.81. Community participation is evident in involvement in land surveying, document collection, and attendance at outreach activities. However, there are variations in participation levels among individuals, primarily influenced by age, education, and the location of land ownership. Interview excerpt (initials H.S): *"If I have time, I participate, but if I'm busy with work, sometimes I can't join the activities."*

8. Supporting and Hindering Factors

Supporting factors include the formation of an adjudication team, outreach from the land office, and the involvement of village officials. Barriers include a lack of intensive communication, technological limitations, cultural differences, geographical distance, and limited time for interaction between the community and the land office. Interview excerpt (initials D.R): *"Information doesn't always reach all residents, so some people don't know the activity schedule."*

9. Summary of Key Data

Overall, the data shows that:

- a) There were 97 respondents, predominantly aged over 50
- b) The majority had a low level of education (elementary school or below)
- c) Community participation is in the high category (index 70.25)
- d) Program implementation is proceeding according to procedure, but is not yet optimal
- e) The main challenges lie in the collection of physical and legal data
- f) Land certification is more prevalent in the residential category than in the non-residential category

V. Discussion

The discussion in this study aims to integrate empirical findings with the established theoretical framework, namely the theory of community participation and the implementation of

legal policies. The analysis was conducted by linking the research results regarding the implementation of the PTSL+PM program in Samudra Kulon Village with the dynamics of community participation and the effectiveness of applicable policies. Thus, this discussion not only explains the findings but also places them within a broader academic context.

1. Dynamics of Community Participation from the Perspective of Participation Theory

Research findings indicate that the level of community participation falls into the high category, with an index of 2.81, which is classified as “collaboration.” From the perspective of Arnstein’s Ladder of Citizen Participation, this position indicates that the community is no longer at the level of manipulation or tokenism but has reached a stage where there is cooperation between the government and the community in program implementation.²⁴ This finding aligns with previous studies indicating that community participation in public policy in developing countries is beginning to shift toward more substantive collaborative forms.

However, although participation is quantitatively in the high category, qualitative results indicate that such participation does not yet fully reflect an equitable distribution of power between the community and the government.²⁵ The community still tends to act as technical implementers rather than strategic decision-makers.²⁶ This situation indicates the presence of pseudo-participation, in which participation is procedural rather than substantive.²⁷ This finding reinforces the argument that high participation rates in numerical terms do not always reflect the actual quality of participation.

2. The Participation Gap as a Structural Phenomenon in Policy Implementation

The concept of the participation gap is relevant for explaining the discrepancy between the level of participation expected by policy and the reality on the ground. In this study, this gap is evident in the discrepancy between the participatory design of the PTSL+PM program and its implementation practices, which continue to face various structural obstacles. Factors such as low legal literacy, limited access to information, and administrative constraints are the main causes of this gap.

Furthermore, the social characteristics of the community – dominated by the elderly and those with low educational attainment – also influence participation levels. In this context, participation is influenced not only by the community’s willingness but also by their capacity to engage in the policy-making process. These findings indicate that the participation gap is not merely a technical issue but also a structural phenomenon linked to the community’s socio-economic conditions. Consequently, efforts to enhance community participation must account for these structural factors.

3. Policy Implementation from a Sociological-Legal Perspective

From a legal sociology perspective, the implementation of the PTSL+PM policy demonstrates that the success of a policy is not solely determined by the existence of regulations but also by how those regulations are internalized and implemented by the public.²⁸ Within

²⁴ Ashrika Sharma et al., “Exploring the Scope of Public Participation for Risk Sensitive Land Use Planning in Nepal: A Policy Review,” *Sustainability* 14, no. 21 (2022): 14137, <https://doi.org/10.3390/su142114137>.

²⁵ Tarlani Tarlani, Atih Rohaeti Dariah, dan Asni Mustika Rani, “Transforming Rural Economy Through Community-Based Tourism with Village-Owned Enterprise (BUMDES, Badan Usaha Milik Desa) - A Case Study: Cibiru Wetan, Pagerwangi and Cipamekar Villages, Indonesia,” *International Journal of Sustainable Development and Planning* 17, no. 5 (Agustus 2022): 1535–42, <https://doi.org/10.18280/ijstdp.170517>.

²⁶ Indrayati, Rita, and Umar Ma. ‘The Effect of Complete Systematic Land Registration Acceleration Program (PTSL) on Legal Certainty of Land Rights’. *Jurnal Konstaterring (JK)* 1, no. 1 (January 2022): 195–202. <http://jurnal.unissula.ac.id/index.php/akta/article/view/4135>.

²⁷ Madania Uki Anindita dan Tukiman, “Community Empowerment through Village-Owned Enterprises ‘Enggal Makmur’ Mojowarno Village Mojowarno District Jombang Regency,” *DIA: Jurnal Administrasi Publik* 20, no. 1 (Juni 2022): 136–50.

²⁸ Frank F. K. Byamugisha, “Experiences and Development Impacts of Securing Land Rights at Scale in Developing Countries: Case Studies of China and Vietnam,” *Land* 10, no. 176 (Februari 2021): 2, <https://doi.org/10.3390/land10020176> ; Ida Widianingsih dkk., “Increasing Resilience, Sustainable Village

Robert B. Seidman's theoretical framework, law is viewed as a system involving interactions among policymakers, implementers, and the public as policy recipients.²⁹

Research findings indicate that although regulations related to PTSL have been well-formulated, their implementation still faces various obstacles, particularly regarding the collection of physical and legal data. This indicates a gap between legal norms and on-the-ground practices, which, from Seidman's perspective, can be interpreted as a mismatch between "law in books" and "law in action".³⁰

Challenges such as the difficulty of tracing land origins and the absence of landowners during surveying indicate that policy implementation is heavily influenced by social and cultural factors. Therefore, an approach focused solely on regulations is insufficient to ensure policy success; it must be accompanied by strategies capable of accommodating the social dynamics of the community.

4. Effectiveness of PTSL+PM Implementation in an Empirical Context

Research findings indicate that the implementation of the PTSL+PM program in Samudra Kulon Village has proceeded in accordance with procedures, particularly during the preparation and planning stages. However, during the physical and legal data collection stages, implementation has not been optimal. This finding aligns with previous research indicating that the success of the PTSL program is often hindered by administrative and technical factors.

Additionally, communication barriers between the government and the community indicate that the effectiveness of policy implementation heavily depends on the quality of interactions among the involved stakeholders. In this context, ineffective communication can lead to misunderstandings and reduce community participation levels. Therefore, improving the quality of communication is a key factor in enhancing the effectiveness of policy implementation

5. The Role of Participatory Governance in Bridging the Participation Gap

The concept of participatory governance offers an approach that can be used to address participation gaps in policy implementation. In the context of this study, participatory governance is reflected in the village government's efforts to involve the community in various stages of the PTSL+PM program. However, to achieve more substantive participation, mechanisms are needed that allow the community to be involved in decision-making, not merely in program implementation.

Research findings indicate that while efforts to involve the community have been made, existing participation mechanisms have not fully provided the community with the space to contribute significantly to the policy process. Therefore, strengthening local institutions and enhancing community capacity are necessary to ensure that participation becomes more meaningful.

6. Scientific Contributions of the Research

This study makes a significant scientific contribution to the fields of agrarian law and public policy, particularly in the context of land registration policy implementation. The primary contribution of this study is the integration of community participation theory and legal implementation theory in analyzing the PTSL+PM policy. This approach offers a new perspective on understanding the dynamics of policy implementation, focusing not only on normative aspects but also on participatory and social dimensions.

Development and Land Use Change in Tarumajaya Village of Indonesia," *Scientific Reports* 14, no. 1 (2024): 31831, <https://doi.org/10.1038/s41598-024-82934-2>.

²⁹ Tehupeiory, Aartje. "Legal Protection To Individual Rights in Land Procurement for Public Interest." *Diponegoro Law Review* 2, no. 1 (2017): 101. <https://doi.org/10.14710/dilrev.2.1.2017.101-113>.

³⁰ Jamilah, Lina, and Arif Firmansyah. "Preliminary Concept of Alternative Agrarian Reform for Justice: The Social Tenure Domain Model (STDM) Approach to Constructing a Just Society in Indonesia." *Jurnal Hukum Unissula*, ahead of print, 2023. <https://doi.org/10.26532/jh.v39i2.32516>. ; Chalida Syari, Hartoyo Hartoyo, dan Indra Gumay Febryano, "The Development of Coastal Village Communities through Village-Owned Enterprises (BUM Desa) in Pesawaran, Lampung," *JSW (Jurnal Sosiologi Walisongo)* 5, no. 2 (2021): 191–208, <https://doi.org/10.21580/jsw.2021.5.2.7024>

Furthermore, this study also makes an empirical contribution by providing comprehensive data on the level of community participation and the factors influencing it. Thus, this study can serve as a reference for future research aiming to examine the implementation of public policies in similar contexts.

7. Research Implications

The practical implications of this study are the need to improve the quality of policy socialization and communication to the public. The government needs to adopt a more inclusive and adaptive approach tailored to community characteristics, particularly regarding educational levels and legal literacy. Additionally, strengthening the capacity of local institutions is necessary to support more effective policy implementation.

The theoretical implications of this study are the importance of integrating participatory and legal sociology perspectives into public policy analysis. This approach allows for a more comprehensive analysis of the dynamics of policy implementation and provides a deeper understanding of the factors influencing policy success.

8. Research Limitations

This study has several limitations that need to be noted. First, this study was conducted in only one location, so the results may not be generalizable to other regions with different characteristics. Second, although the use of a mixed-methods approach provides a comprehensive picture, it still has limitations in capturing more complex dynamics over the long term. Third, the limited duration of the study also affected the depth of analysis regarding certain aspects of policy implementation.

Nevertheless, this study still makes a significant contribution to understanding the dynamics of community participation and the implementation of land registration policies, as well as opening opportunities for further research in the future.

The implementation of the PTSL+PM program in Samudra Kulon Village reflects a classic sociopolitical paradox, where a high level of quantitative success conceals limitations in qualitative participation. Although the community has progressed from the lowest levels of Arnstein's Ladder to the stage of collaboration, this study reveals that such collaboration remains procedural rather than substantive. The community primarily functions as a technical executor in achieving the government's land registration targets, yet it is not fully involved in decision-making processes. The distinction between being a participant and being a decision-maker lies at the core of the pseudo-participation observed. This condition indicates that while the state has provided access for participation, the community has not been fully granted space to assume a strategic role.

From a socio-legal perspective, these findings reinforce Robert B. Seidman's view regarding the tension between law in books and law in action. The structural barriers identified, such as low legal literacy and the physical absence of landowners, demonstrate that land registration is not merely an administrative procedure but also involves complex social dynamics. The participation gap is not solely the result of inadequate communication, but also reflects the socio-economic capacity of the community. Therefore, for the PTSL+PM program to operate effectively, a shift in approach is required from a top-down administrative system to a participatory governance model that can reduce barriers to access, particularly for the elderly and individuals with limited educational backgrounds.

In conclusion, this study offers an important reflection for the development of agrarian policy. It confirms that regulations do not operate independently from the social context, but are shaped by the culture and capacity of the communities they serve. Although this research focuses on a specific geographical area, its implications are broadly relevant. The success of agrarian reform depends not only on technical data collection, but also on institutional strengthening that is oriented toward meaningful community participation. By improving communication and positioning the community as a strategic partner, the government can promote a more effective implementation of law. Future efforts should prioritize human-centered aspects to ensure that land registration delivers not only certificates, but also a stronger sense of empowered ownership.

VI. Conclusion

This study analyzed the implementation of the Community-Based Comprehensive Systematic Land Registration Policy (PTSL+PM) and evaluate the level of community participation in its implementation at the local level. Based on the research findings, it can be concluded that the implementation of the PTSL+PM program in Samudra Kulon Village has generally proceeded in accordance with established procedures, particularly during the preparation and planning stages, which demonstrated optimal performance. This is evidenced by the establishment of a clear institutional structure, the conduct of public outreach, and the involvement of village officials and the community. However, during the physical and legal data collection phase, policy implementation has not proceeded optimally due to various technical and social constraints, such as the absence of landowners, difficulties in tracing ownership history, and communication limitations among the involved actors.

From the perspective of community participation, this study found that the participation level falls into the high category with an index value of 2.81, which is classified as “collaboration.” This indicates that the community has been actively involved in program implementation, particularly in data collection activities, outreach, and other administrative processes. Nevertheless, the participation observed has not yet been fully substantive, as the community still faces limitations in influencing the decision-making process. Thus, there is a gap between formal and substantive participation, indicating the existence of a participation gap in policy implementation.

This study makes a significant contribution to the advancement of knowledge, particularly in the fields of agrarian law and public policy, by demonstrating that the success of policy implementation is not determined solely by regulatory aspects but also by the quality of community participation and the accompanying social dynamics. The integration of community participation approaches with legal sociology provides a more comprehensive perspective on understanding policy implementation in the field. These findings reaffirm that top-down designed policies need to be balanced with participatory mechanisms that allow for more meaningful community involvement.

Based on the research findings, several recommendations can be made for future policy development and research. First, the government needs to improve the quality of policy outreach by using a more communicative approach that is easily understood by the public, especially for groups with low levels of education. Second, there is a need to strengthen the capacity of local institutions, including training for village officials and community groups so that they can play a more active role in the policy-making process. Third, transparency in land registration procedures and costs needs to be improved to reduce public doubts and resistance toward the PTSL program. Fourth, future research is recommended to expand the study area to yield broader generalizations, as well as to conduct longitudinal studies to understand the dynamics of community participation over the long term. Thus, efforts to bridge the participation gap in land registration policies can be carried out more effectively and sustainably.

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